

**Achievement of Market-Friendly Initiatives and Results Program  
(AMIR 2.0 Program)**

**Funded by U.S. Agency for International Development**

Support to the Ministry of Planning – Phase IV

Final Report

**Deliverable for MEI Component, Task No. 365.1  
Contract No. 278-C-00-02-00210-00**

**December 2002**

*This report was prepared by Andrew B. Griminger, in collaboration with Chemonics International Inc., prime contractor to the U.S. Agency for International Development for the AMIR Program in Jordan.*

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## Executive Summary

The purpose of this multi-phase consultancy is to provide general assistance to the Enhanced Productivity Program of the Ministry of Planning (MOP) of the Hashemite Kingdom of Jordan in accordance with the Memorandum of Understanding between the MOP and the AMIR Program. This assistance was provided by the consultant's presence at and participation in the development of the EPP and its daily operations over the course of a number of field visits and limited support from the United States.

During this phase of the multi-phase consultancy the emphasis continued to be on development of project documents for the EPP. The Governorates and Fisheries projects were the major development efforts, with the Governorates RFP tendered and the Fisheries RFA submitted to the Tendering Committee for release. As of this writing nearly 30 enquiries yielded nine consortia replies to the Governorates RFP.

One major administrative function directed by the consultant during this period was an emergency audit of the Enhanced Productivity Centers program. I initiated a complete field and desk audit of the program when monthly results submitted by the contractor showed figures that might be hard to substantiate. The audit found double-counting, claims of success that could not be attributed to the contractor and weak performance in several sites. On the other hand, a number of success stories were also surfaced and the overall direction of the program was judged satisfactory. I proposed a number of changes to the program to address problems found by the audit.

Finally, a number of issues remain to be dealt with by the MOP on behalf of the EPP. Leadership, specifically the lack of a clear leader for the EPP hampers the cohesion of the unit. The unit's identity within the MOP and that morale of the staff must also be monitored to avoid a break-down of a whole range of projects dependent on the oversight of the EPP team to reach their ambitious goals.

## General Findings

### I. Purpose and Activities

The purpose of this phase of this consultancy was to continue providing general support to the Ministry of Planning. The great majority of this support was intended for and provided to the Ministry for the creation and operations of the Enhanced Productivity Project (EPP) a project unit within the Ministry responsible for domestic development operations under a mandate from the Jordanian Cabinet. Secondary support was provided to other Ministry offices, particularly that of the Secretary General of the Ministry.

Prior to the period of this multi-phase consultancy, the consultant had carried out similar responsibilities as a long term AMIR Program staff member. That six-month internal assignment was very focused on creating and staffing the EPP. This six-month series of consultancy assignments focuses more on the development of projects for the unit and some support for the unit's operations, both internal procedures and external development work. The goal of the consultancy over the full course of five months is to support the Kingdom's immediate need for active projects on the ground and lay the foundations for a professional domestic development organization within the Jordanian government.

### II. The EPP

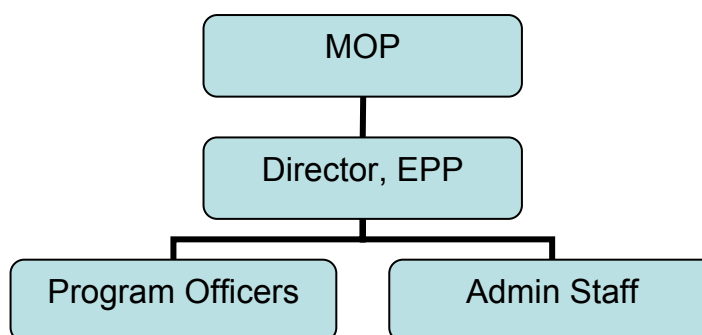
The EPP came originally out of the second Dead Sea Forum in March 2001 and was formalized by a Cabinet decree in January 2002. The mandate is to provide integrated, sustainable development projects in three specific areas (see below). Most of the projects therefore have income generation and community buy-in components.

The Cabinet granted the EPP extraordinary rights such as a special tendering committee in order to facilitate the Project's success. The Project was also given leeway in the hiring of exceptional staff with competitive salaries. Salaries range from 400 JD/month for the Administrative Assistant to 2400 JD/month for the Director.

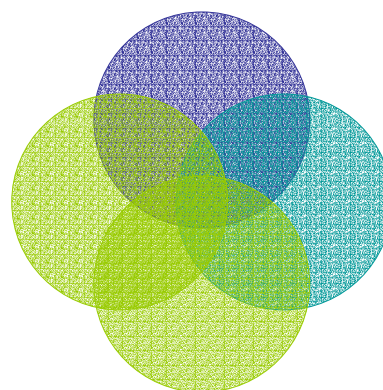
The Cabinet also set-up a steering committee composed of Ministers and private sector representatives to oversee the EPP. The Steering Committee, chaired by the Prime Minister, has at its disposal a special Monitoring and Evaluation Unit that helps keep the EPP aligned with its goals.

#### EPP Structure and Goals

The structure of the EPP is flat but effective. Each of the Program Officers is autonomous within his/her own sub-element. The Director makes decisions with reference to the Minister for major contracts. The Administrative cell includes a Contracting Officer, Public Affairs and an Administrative Officer.



There are four distinct EPP sub-elements, each with its Program Officer. Some of these are further subdivided into component parts and each of the sub-elements supports the others. The Program Officers are co-located and required to coordinate all their activities.



### *Village Clusters*

Village Clusters grew out of a successful experience with a similar project in Lebanon. Groups of rural communities sharing social and economic characteristics form an association. This association, together with the EPP, selects two projects for implementation in their collective area. One of the projects if not both is income generating. The association is required to match at least 30% of the funding provided by the EPP to demonstrate its commitment to the long-term sustainment of the projects.

Three separate consortia of non-profit organizations each with an international and local partner, are implementing the current EPP Village Clusters program for \$2.8m each.

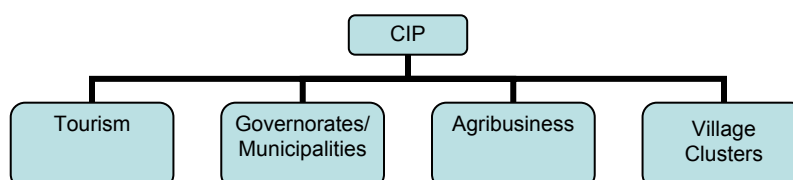
### *Enhanced Productivity Centers*

The EPCs are twenty-one consultancy centers covering every governorate in Jordan. Each center is located in a central area and staffed by at least two senior consultants. These consultants are tasked with locating men and women interested in creating a new business opportunity or expanding their current business and provide them access to the resources they need to succeed. Specifically, they offer help with business planning, training and access to sources of funding. The consultants and their clients may turn to an Amman-based Central Support Unit for expert guidance on financial management, specialized businesses (agribusiness) and IT requirements.

The EPP's EPC Program has been subcontracted to a Jordanian consulting company, MMIS, along with a local and an international partner. The contract is worth \$2m.

### *Community Infrastructure Program*

The CIP is composed of four sub-groups, each of which requires substantial investment:



Each of these four areas has two tracks within it, i.e. a Fast Track and a Pilot Project Track. The Fast Track includes projects that can be implemented quickly, such as existing gray water projects for rural communities that can be rapidly expanded with additional funding. The Pilot Projects have a longer time horizon and include innovative new approaches to problem areas. For example, under the Governorates/Municipalities subsection there is an RFP for local projects, implemented by the governorate's own staff under the capacity-building guidance of development experts from the NGOs and the private sector. These infrastructure projects add to the traditional roads and power lines to offer community development, gender awareness and capacity building. Total CIP program value is approximately \$14m.

### *Training & Small Grants*

The EPP seeks to round out its assistance package with an emphasis on training. The TSG section will initiate an On-The-Job training program, a vocational training program in coordination with the Vocational Training Centers and an internship program for rural and disadvantaged youth. These projects will be targeted towards clients of the EDCs, but will gradually expand their focus to serve all elements of the Jordanian population. In addition this component has a portfolio of small grants to meet specific needs at the village and community level.

### *Additional Funding*

During the month of August the Minister of Planning asked the Jordanian Cabinet for additional funding of up to JD 10 million, which he received. This brings the total budget of the EPP to JD 35 million, or \$50,000,000. The Cabinet indicated that the EPP is the premier development program for Jordan and the expectations are therefore equally high. This additional funding is not tied to this calendar year, but must be programmed this year for expenditure over the coming months (into 2003).

### III. Issues Facing the EPP

As the final of four field assignments under this multi-phase consultancy the following is a summation of the critical issues facing the Enhanced Productivity Program as of the end of 2002. Most of these issues remain open.

#### Identity

The EPP was begun with a clear mandate from the Jordanian Cabinet to manage sustainable, income-producing projects. That mandate broke down to a certain extent under the pressures of spending money expeditiously during the second half of the year. A number of more traditional direct interventions were funded under the EPP, and the unit was not properly introduced or marketed. This left the impression that the EPP was just a large pool of money that would be used for projects at the whim of the political leadership.

Towards the end of the year the flow of money towards these traditional projects began to diminish as more innovative EPP projects began to come online. The flow of RFPs from the EPP and the inevitable presence of EPP staff at different events began to create a cumulative awareness among the professional public that the EPP is a distinct project with a different mandate.

This momentum will be maintained by the same factors that created it, namely the new projects tendered in 2003, the events held by the EPP (particularly thematic coordination conferences) and continued meetings and briefings by the EPP staff. In addition the awareness campaign run by Hana Attiga will begin in late December and create a structure for how people perceive the EPP.

This matters because the more the EPP has a distinct identity as something new and something creative, the more it is able to achieve its mission. It will receive new ideas, better CVs, more funds, donor support etc in direct proportion to the excitement it generates. If it is seen as a middling project to create photo opportunities for the King it will generate no particular support. If it is viewed as fair, non-partisan, sustainable and creative it will receive the support of the professional community and the tentative loyalty of the skeptical public. It will then be up to the EPP to produce real results to turn that tentative support into long lasting commitment to the work of the Ministry and the EPP.

#### Leadership

Tied to the identity issue is the lack of leadership for the unit. There was a brief period wherein the EPP had filled the director position but it did not yield the desired outcome. The director sought to act as a traditional director and control the actions of the staff, but was given no real authority to implement actions. The outcome was disaffected staff and no real direction from the leadership.



I recommended a non-traditional leadership restructuring in which the director acted as a front man for the unit, providing support as possible to the Program Officers, marketing to the community, helping shape projects etc but without interposing himself/herself between the POs and the final decision makers on the fifth floor of the ministry.

As of this writing the unit still has no director. The unit has functioned without leadership for some time and can continue to do so. There has been much discussion of the EPP and SPP being merged and the SPP head acting as director for the combined unit. So long as the new director keeps the mandate of the EPP foremost in mind during the apportionment of the EPP's resources and allows the professionals of the EPP to do their best work, the leader will only add to the ability of the unit to function well.

### Staffing

The staff of the EPP come both from a formal recruiting process and from appointments. While there have been some weak appointments in the unit, the hired staff are overall the best group of professionals in the government. Each one was recruited and hired on the basis of his/her ability to act independently in creating and implementing creative and complex projects in Jordan's rural areas. They have proven their worth many times over already, and can be relied upon to produce results for the Ministry.

There are additional positions to be filled within the EPP in the next few months. These must follow the character and methods of the EPP and not be given over to appointments based on friendship or political imperative. The cohesiveness of the unit is difficult enough to maintain as the size of the unit grows but it will be completely destroyed if there is a perception among staff that some are hired on the basis of anything other than their excellence. It will diminish the confidence and the will of the core staff.

Also, attention should be given to some kind of financial incentive for the staff to remain with the program. Current salaries are beyond those of the civil service and so appear adequate. However the true measure for the EPP staff should be private sector salaries since the caliber of people the EPP needs is closer to that of the private sector than the government. Most POs average around 1100 JD per month, which is not at all excessive compared to the salaries of the private sector and donor projects such as the AMIR Program. I would recommend consideration of a 20% increase for the entire unit, or perhaps 10% twice in 2003.

## **IV. The Ministry of Planning**

During this portion of the multi-phase consultancy I did not engage in any significant work on behalf of organizations outside the EPP with the possible exception of the World Bank medicinal herbs project described in the Activity Report below.

## ACTIVITY REPORT

Activity: Ministry of Planning (EPP)  
Time: Month of November 2002  
Author: Andrew Griminger  
For: Terri Kristalsky, MEI Team Leader

### 1. Enhanced Productivity Centers

- a. During the end of the third of the four phases of this consultancy the EPC subcontractors provided some monthly results that caused me to become concerned about the validity of their claims. I had organized an audit of the program by the EPP's Monitoring and Evaluation Unit. The audit consisted of field visits to ten of the twenty-one centers and three days at the CSU in Amman. The results of that audit were available this visit and confirmed that MMIS was inflating their numbers, but also that there were some real successes for the program.
- b. Following a briefing with the Minister on the basis of the audit, I prepared a number of suggestions for improvements to the EPC program. These changes are intended as a mid-term correction built on lessons learned and not, as some at the Ministry believe, salvation for a dying program. They celebrate the real successes of this difficult program as much as propose improvements. The suggestions were largely grouped around the following themes:
  - i. Change perceptions. Reduce expectations by arriving at realistic results for 2003 (up to 150 new businesses). Refocus on depth of assistance by providing a lot of help to a few companies rather than just a little to many.
  - ii. Change the relationship. Co-locate the CSU with the EPP for greater control of their activities. Renegotiate the contract with MMIS based on shorter times and bonuses for validated success.
  - iii. Change the structure. Close underused centers, fire weak staff. Add to the EPP management team and add at least two international experts to the MMIS contract from a private-sector consultancy.

## 2. Village Clusters

- a. The Secretary General convened a Global Meeting of the Village Clusters implementing organizations with the EPP team. The purpose was to review the status of the program and address any concerns the participants might have at this stage. There were few serious points raised but one was the ownership of the assets of the various projects that will be implemented in the field. Omar Al Hmoud suggested that the MOP would own the assets in order to give the MOP some input after the projects have concluded. Other concerns were primarily administrative and dealt with time delays in processing paperwork. The participants, including a senior vice president from Mercy Corps (Portland) were very appreciative of the cooperative atmosphere the EPP seemed to support and how that differed from his experience in other countries.

## 3. Community Infrastructure

- a. The Governorates RFA was finally released after a number of last minute modifications, none of any great import. The Tendering Committee changed the evaluation criteria to reflect a balance between the capacity building and economic analysis portions of the contract. Nearly thirty companies had requested copies of the RFA as of the end of November. The EPP does not yet have a Program Officer to run this project, something which I highlighted in a request that the Secretary General appoint an interim PO to run the upcoming bidder's conference while a longer term solution is found.
- b. I began new projects in manufacturing extension services and an outlet center. These are early stage concepts with the Minister for approval. The manufacturing project provides process engineering services to small manufacturers and will be hosted thru the EPCs. JUSBP will be consulted in the development of the project. The outlet centers came from an idea proposed by Setta Tutundjian of USAID. It would create a group of outlet stores for Gulf and regional customers, gradually adding tourism services to create a tourist destination.
- c. I held meetings with USAID, the Secretary General of the Ministry of Agriculture, the head of the WEPIA Program (USAID) and others to assess how their water and agriculture projects would best be supported by an agricultural infrastructure project I had been mulling over with the EPP Ag PO, Ruby Assad. There are projects underway with USAID (water and extension services) the World Bank (agricultural marketing) the EU and the Japanese that share similar emphases on creating income for Jordanian farmers. My Agricultural Infrastructure Project (AIP) seeks to tie these projects together by bringing the marketing aspects of the

World Bank into contact with farmers via an expanded extension service, for example. Many of these services can also be privatized, including extension, which should lead to greater efficiency and lower cost. The project will take some months to develop and will likely yield guidelines for a management contract for an agricultural consultancy to develop a full blown RFP.

#### **4. EPP Capacity Building**

- a. The restructuring of the EPP was a major theme of this consultancy period. There were numerous plans afoot based on the Minister's direction that a change needed to be made, based in part on his perception that the EPC contract was in need of reorganization. The dominant plan for some time was the combination of the EPP and SPP under the leadership of the current SPP Director, Omar Al Rafie. I conducted extensive meetings with Mr. Rafie to help shape the outcome of that reorganization based on keeping the direct interventions of the SPP separate from the longer term sustainable projects of the EPP. Following a very successful EPP team meeting with the Minister the emphasis on reorganization faded somewhat and the EPP continued as is. Though still without the benefits of a full-time Director.
- b. I recommended to the Secretary general that the EPP move into its own quarters as soon as possible. This is based on the need to collocate a number of project staff with the EPP (the MMIS CSU and the World Bank medicinal herbs project). It would also provide the EPP with some bureaucratic independence from the rest of the Ministry. I doubt such a move will take place anytime soon. The EPP also took possession of two new Mitsubishi Pajeros purchased with EPP funds.
- c. I completed a proposal for a study tour to Cyprus for the EPP staff, in shifts. The Cypriot experience thru their Planning Council very closely mirrors the ambitions of the EPP. They have initiated and run many of the same types of projects including entrepreneurship, rural development and agriculture in a reduced water environment. The cost of such an exercise would be minimal and the potential benefit enormous in terms of new concepts for application in Jordan, lessons learned from the Cypriot experience and a better understanding of the difference between economic and social development. The proposal is with the Minister for comment.

#### **5. Other**

- a. The World Bank is initiating a \$4.5m five year project with the EPP and the Ministry of Agriculture for the development of an herbal medicines project in Jordan. I met extensively with the project development team from the WB to plan the parameters of the project, staff positions,

membership on a steering committee, financial management tools, etc. The project will be run by the EPP and will comprise conservation of ‘in-situ’ wild plants, cultivation of herbs, marketing and some capacity building for the EPP. I tried to channel the capacity building portion into those areas not already covered by USAID and the EU, specifically asking their help with paying partial rent for an outside facility for the EPP and a training plan for the staff of the unit. I also introduced them to the M&EU, which they said was unique not only in Jordan but in their experience in the region, and would greatly assist their efforts to market and expansion of this project to other donors.

Presented by:

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Andy Griminger  
Advisor, MOP for  
AMIR Program,  
MEI Component

**Achievements to Date**  
**Enhanced Productivity Program**  
**October 2002**

Component	Project	Value	Summary	Status
Enhanced Productivity Centers	21 Centers	1,500,000	Entrepreneurial assistance centers in all twelve governorates	77 new businesses funded, more than 120 under review by lenders, audit of results underway.
	Development & Employment Fund Finance	2,500,000	JD 15,000 – 25,000 loans to EPC clients wholesaled by DEF to MFIs	Limited use by CHF, majority of loans direct from DEF to borrowers from regular DEF funds
	Manufacturing Extension Service	Undefined	Process engineering assistance to small manufacturers	New project under development for 2003
Village Clusters	Village Clusters	6,000,000	Income generating projects for groups of villages	First projects in Ajlun, Mafraq and Ma'an breaking ground in November. Project progress on track.
Community Infrastructure Program	Tourism Projects for the Ministry of Tourism	2,200,000	Multiple small projects for which MOT had no funding	JD 2m underway for June 2003 completion. 154 employment opportunities generated.
	Bed & Breakfast	Undefined	Chain of accredited B&Bs with marketing help	New project under development for 2003
	Integrated Tourism Project	Undefined	Comprehensive development of one site, combines VC, CIP and EPC	New project under development for 2003
		1,100,000	Small projects for MOP's Rural Development Program	16 projects underway, JD 1.2m expended thru 2002
	Governorates			
	CVDB	2,700,000	SPP Project	53 projects approved, JD 2.7m committed but not spent
	Governorates RFA	1,800,000	Capacity building and project finance for 3 govs	RFA released Nov 2002, promoted by Minister on talk shows and interviews
	Agribusiness Fast Track Water	800,000	Expand water projects underway with NGOs	13 projects funded for 800,000, of which 100,000 expended to date
	Agri-Roads MOPW	1,125,000	Multiple small projects for which MOPW had no funding	69 projects in total, for which JD 239,000 spent to date

	Al Hak Farms	500,000	Large farming project	Olive press and electrical work completed
	Fisheries	1,500,000	150 small fish farmers with export cooperative	Proposal with the Cabinet for decision
	Ag Extension and Research	Undefined	In depth research with training via extension officers from universities	New project under development for 2003
Training	Internship	250,000	Interim project under EPC	52 interns placed, 57 awaiting placement
	Internship II	Undefined	Limited number of interns for 6-12 month paid work	New project under development for 2003
	On The Job Scheme	250,000	Subsidize salaries	To be designed by EJADA consultants
	Vocational Training Center Support	Undefined	Match training with market needs	New project under development for 2003
Small Grants	Various	3,200,000	One-off grants under authority of the Minister and Royal Palace	JD 1.2m expended on 10 grants
<i>Total</i>		23,425,000		

Upcoming Events  
Enhanced Productivity Program  
November 2002 – March 2003

Component	Event	Date	Attendance
Public Affairs	Media Campaign Launch	Dec 2003	Not applicable
	Website Launch	Dec 2003	Not Applicable
	Formal EPP Launch	Jan 2003	King/Queen
Training	Sign the Memorandum of Understanding for the pilot training project.	Late Nov 2002	Minister, SG
Enhanced Productivity Centers	Client Promotions	Ongoing Dec - Mar	Minister, SecGen as appropriate
Village Clusters	Ma'an Market Project	Jan 2003	MOP, JOHUD
	Jam and Pickles (Jerash)	Mar 2003	MOP, JOHUD
	Ibbin Water Harvesting (Ajlun)	Jan 2003	MOP, Mercy Corps
	Olive Press (Al Disa)	Feb 2003	MOP, CHF
	Ag Products Box Factory (Ghor Al Safi)	Feb 2003	MOP, CHF
Community Infrastructure	Agribusiness Fast Track	Mar 2003	MOP, MOT
	Governorates	Mar 2003	MOP, MOURD
	Ag Policy Committee Meeting	Jan 2003	MOP, MOA, donors, private sector and NGOs

EPC Success Stories  
Enhanced Productivity Program  
October 2003

Project	Location	Employees	Other
Porcelain and Ceramics Factory	Al Hisa (Tafleh)	20	Reduce ceramic imports from Syria
School Bag Factory	Ramtha	8	Owned by Orphan Care Association
Bakery	Wadi Al Ghor	3	Serves 3 remote villages
Chalk factory	Karak	10	Operational Dec 2003
Stone Grinders	Azraq	10	Possible export regionally

These projects have all received assistance from the Enhanced Productivity Centers portion of the EPP portfolio. Assistance comes in the form of business planning, helping with paperwork for financing and technical advice. In the case of the stone grinders, for example, the EPC counselor has been credited with turning the business around via comments on the inventory control system.



## Project Design - EPP

<u>Project Title</u>	<u>Component</u>	<u>Value</u>	<u>Status</u>
Enhanced Productivity Centers	EPC	\$2,103,000	Awarded May 02
Village Clusters	RCCDP	\$8,412,000	Awarded Jun 02
Governorate Development and Capacity Building	CIP	\$2,523,600	Tendered Nov 02
Integrated Fisheries	CIP	\$2,103,000 <sup>1</sup>	Project Proposal with Minister
Agricultural Infrastructure Project	CIP	\$3,505,000 <sup>1</sup>	Project Proposal under development with help from USAID
Manufacturing Extension Services	EPC	\$1,402,000 <sup>1</sup>	Project Proposal with Minister
Integrated Tourism Project	CIP	\$5,608,000 <sup>1</sup>	Early stage, develop with Ibrahim Osta
Bed & Breakfast	CIP	\$1,402,000 <sup>1</sup>	Early stage, develop with Ibrahim Osta
Outlet Centers Project	CIP	\$2,804,000 <sup>1</sup>	Concept paper with Minister
Governorates Expansion	CIP	\$6,309,000 <sup>1</sup>	Begin drafting in mid-2003
		\$36,171,600	<sup>1</sup> estimates only

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Iacovides	Iacovos	SO Consultant	USAID	592-0101	<a href="mailto:iaco@cytanet.com.cy">iaco@cytanet.com.cy</a>
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Tutundjian	Setta	Proj Mgmt Spec	USAID	592-0101	<a href="mailto:stutundjian@usaid.gov">stutundjian@usaid.gov</a>

## Document List

<i>Date</i>	<i>Title</i>	<i>For</i>	<i>Format</i>	<i>Size (kb)</i>	<i>Pages</i>
13-Nov	Governorates Summary for Minister	BA	Word	25	2
16-Nov	AIP Proposal	HL	Word	68	4
17-Nov	MOP Appendix D	TK	Word	21	1
18-Nov	Governorates RFA	HL	Word	227	30
18-Nov	EPP Achievements	TK	Word	58	4
18-Nov	Manufacturing Extension Services	HL	Word	50	3
19-Nov	Outlet Memo	HL	Word	29	2
20-Nov	Graham Contract	HL	Word	31	2
20-Nov	Graham TOR	HL	Word	109	7
20-Nov	Integrated Fisheries	HL	Word	124	9
21-Nov	Cyprus Study Tour	HL	Word	61	9
23-Nov	MMIS Memo	HL	Word	36	3